

SECTION 3.0: CHARACTER AREAS



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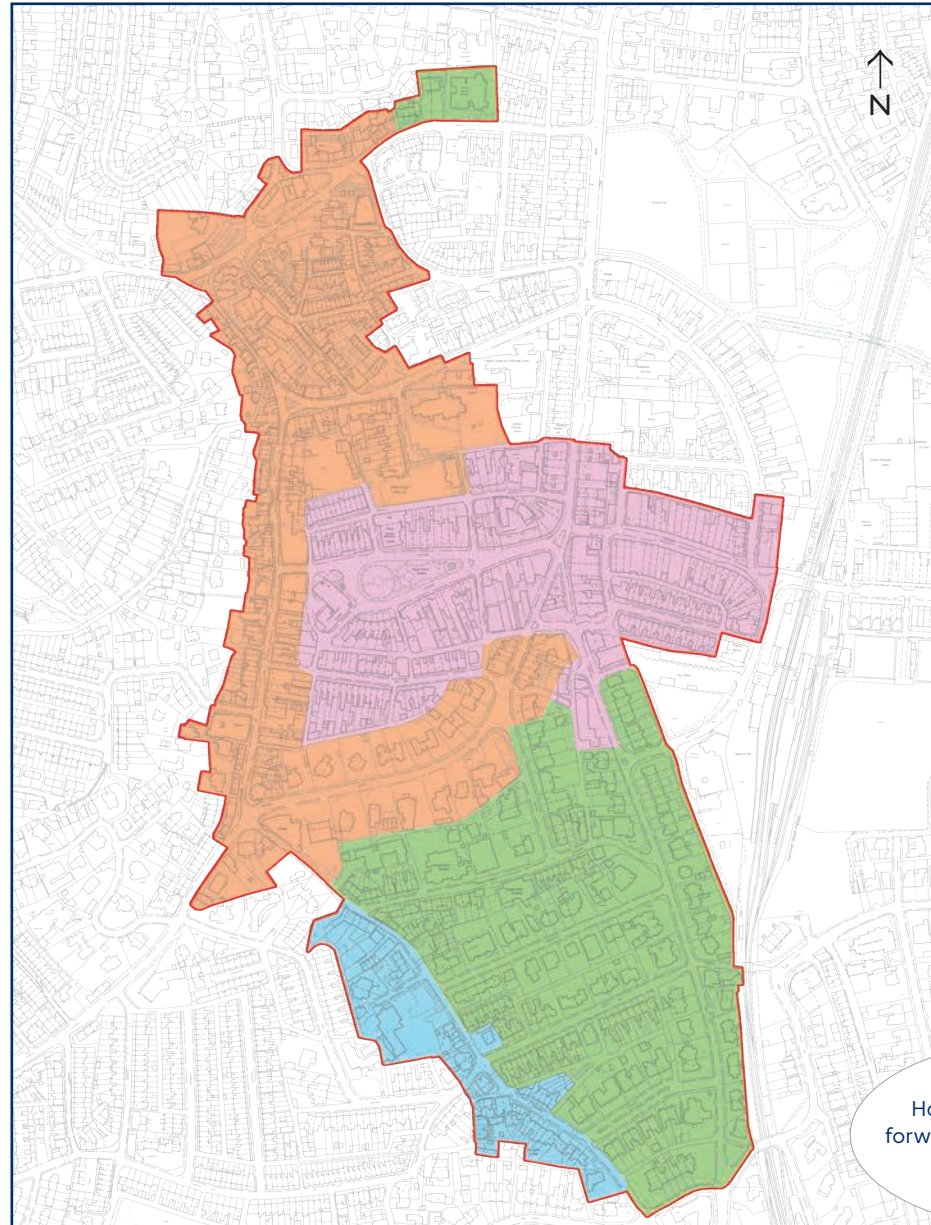
There are several spaces/groups of building throughout the conservation area which share common features and sub-characters. This section of the Conservation Area Appraisal identifies each character area's defining features; these areas were first identified in the 2007 Conservation Area Appraisal and largely remain the same.

CHARACTER AREAS

- Historic Settlement and Early 19th-Century Development
- Fisher Street
- Late 19th-Century Town Centre
- Late 19th-Century/Early 20th-Century Inner Suburb
- 2025 Conservation Area Boundary

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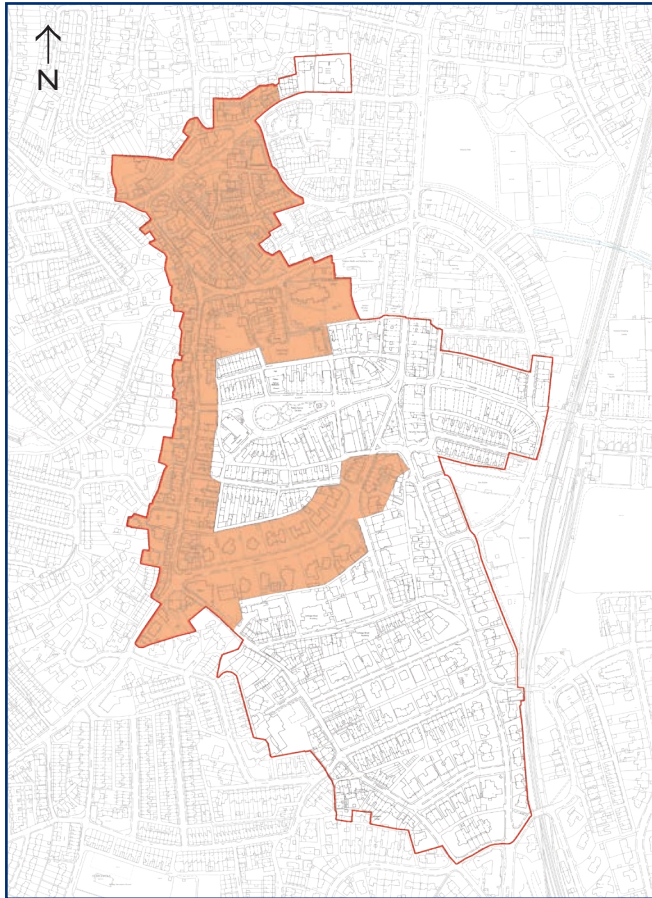
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SECTION 3.0: CHARACTER AREAS: HISTORIC SETTLEMENT AND EARLY 19TH CENTURY DEVELOPMENT

3.1 Historic Settlement and Early 19th Century Development



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Characteristic Features:

- Narrow winding streets with buildings fronting directly onto the pavement.
- Small plots arranged tightly together.
- Covered walkways and alleyways leading to rear access and yard or subsidiary streets.
- Red Breccia sandstone and rendered façades with Georgian proportions and timber sash windows.
- Early 19th century villas in large plots surrounded by mature trees.

The historic settlement and early 19th century development character area includes Winner Street, Church Street, Princes Street, Brent Street, Millbrook Road, Kirkham Street, Well Street, parts of Colley End Road, Southfield Road and Cecil Road, Palace Place, Tower Road and Crown and Anchor Way.

The historic core is centred around the Bishops' Palace, Church Street and Winner Street, and extends south to Fisher Street. The Bishops' Palace walls, Coverdale Tower, the Church of St John and Kirkham House are all key landmarks within the historic settlement character area. They each demonstrate the use of vernacular materials in medieval design, principally the local red Breccia sandstone.



Coverdale Tower and the surviving walls of the former Bishops' Palace on Tower Street.

SECTION 3.0: CHARACTER AREAS: HISTORIC SETTLEMENT AND EARLY 19TH CENTURY DEVELOPMENT

Winner Street and Fisher Street are the medieval thoroughfares through the historic settlement and the built form illustrates the gradual incremental development that took place over several hundreds of years. Winner Street is the historic commercial centre of Paignton, with several examples of commercial shop buildings and public houses. Examples of traditional shopfronts do survive; however a large proportion of buildings have either been inappropriately adapted with modern shopfronts or are unoccupied and therefore in poor condition. Nevertheless, there is a definitive historic commercial character to Winner Street which is emphasised by the narrowness of the street and the gradual incline as the road extends to the north.



Winner Street, looking north.



Millbrook Road in the area north of the Church, an example of high-density terraced housing.

This historic character is reflected in the housing north of the church along Princes Street, Millbrook Road and Brent Road, where early 19th-century terracing was constructed to infill the former orchards of the Bishops' Palace. These streets are high density housing, with small plots and yards to the rear of each house.

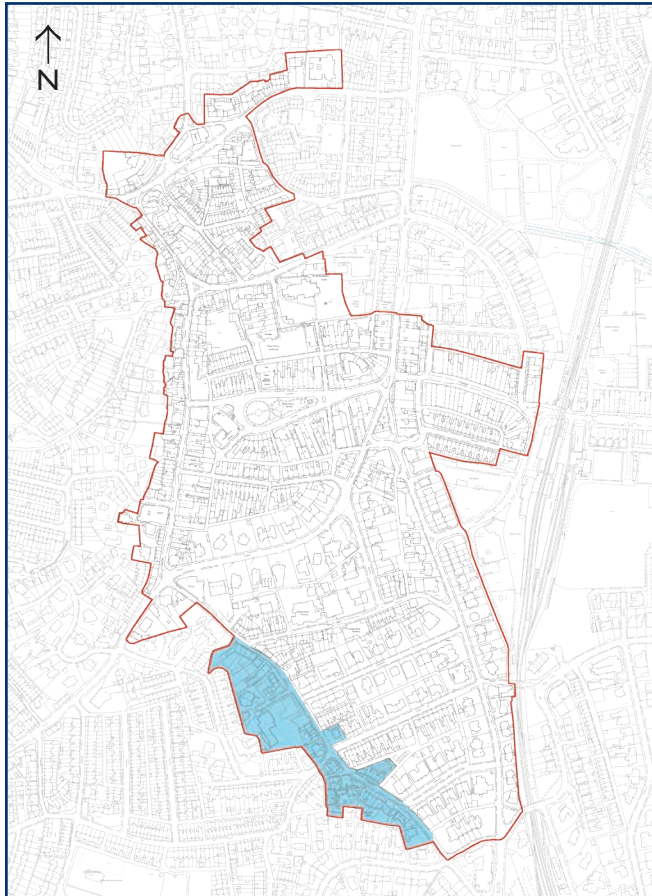
Totnes Road is also included in this character area as it houses early examples of large villas built as Paignton slowly began to gain a reputation as a seaside resort in the early-19th century prior to the arrival of the railway. These buildings all sit within large plots with mature trees lining the road, creating a sense of space and softening the streetscape.



Totnes Road, looking south-west, where the large villas each sit within generous plots with hedging and mature trees.

SECTION 3.0: CHARACTER AREAS: FISHER STREET

3.2 Fisher Street



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Characteristic Features:

- Narrow winding street of predominantly residential buildings.
- Substantial retaining boundary walls constructed in red rubble sandstone to accommodate the topography of the street.
- Examples of traditional vernacular architecture using local materials such as cob and thatch.
- Short symmetrical terraces of mid-19th-century houses.

Fisher Street extends south from the junction of Winner Street at Totnes Road and is a continuation of the medieval thoroughfare through Paignton. The area includes Fisher Street, Sunbury Road, Eaton Place, Grosvenor Terrace and Mabel Place. The name 'Fisher Street' is understood to originate from the road being the route to Roundham and Goodrington Sands where the harbour and landing stages were located respectively.

This area has similarities with Winner Street for the narrowness of the street, the diversity of building sizes and proportions, and the gentle winding incline looking northwards. Together this suggests an incremental development across a long period of time as the settlement grew. There are also examples of substantial retaining boundary walls constructed in red rubble stone which contribute positively to the historic residential character of the area.



The substantial red rubble sandstone walls of Fisher Street, some of which had red brick inserts and have been externally rendered.

SECTION 3.0: CHARACTER AREAS: FISHER STREET

Fisher Street is predominantly residential in character, with individual examples of other building typologies. This includes the Torbay Inn pub, Tower House School, and a former warehouse which all are found along Fisher Street.

Two small collections of houses, on Sunbury Road and Eaton Place, demonstrate the local vernacular architecture and use of traditional cob and thatch materials. Both of these groups are individually listed and are distinctive within the streetscape.



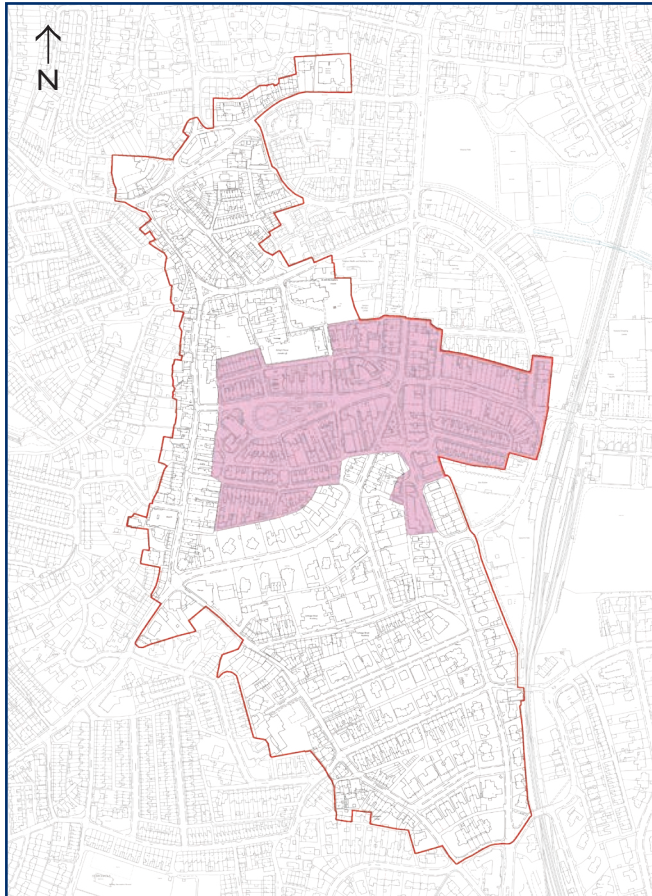
The Torbay Inn on Fisher Street.



The vernacular buildings of Eaton Place, a short terrace of cob and thatch cottages.

SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE

3.3 Late 19th-Century Town Centre



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Characteristic Features:

- Planned terraces of buildings, for both commercial and residential use, which differ in style but are a common feature and indicate phases of development of the area.
- Regular proportions and fenestration which creates a cohesive character across the area.
- Distinctive use of materials, such as yellow brushed brick on Victoria Street, Palace Avenue and Torquay Road and red rubble sandstone on Palace Avenue.
- Architectural features such as oriel windows, canted bay windows and detailing in decorative tiles and moulded stonework.
- The open green space of Palace Avenue gardens with planting and mature trees.

The late 19th-century town centre character area includes Palace Avenue, New Street, Victoria Street, Gerston Road, Tower Street and portions of Torquay Road, Totnes Road and Dartmouth Road.

This area of Paignton was a planned development created in reaction to the popularity of the town as a seaside resort after the opening of the railway station in 1859. It was designed by local architects George Soudon Bridgman and WG Couldrey and appear as an architectural set piece which gives this central area a cohesive sense of place.



Victoria Street, looking west. The street has a cohesive 19th century character with two curved terraces facing one another, and is pedestrianised with mature trees and street furniture.

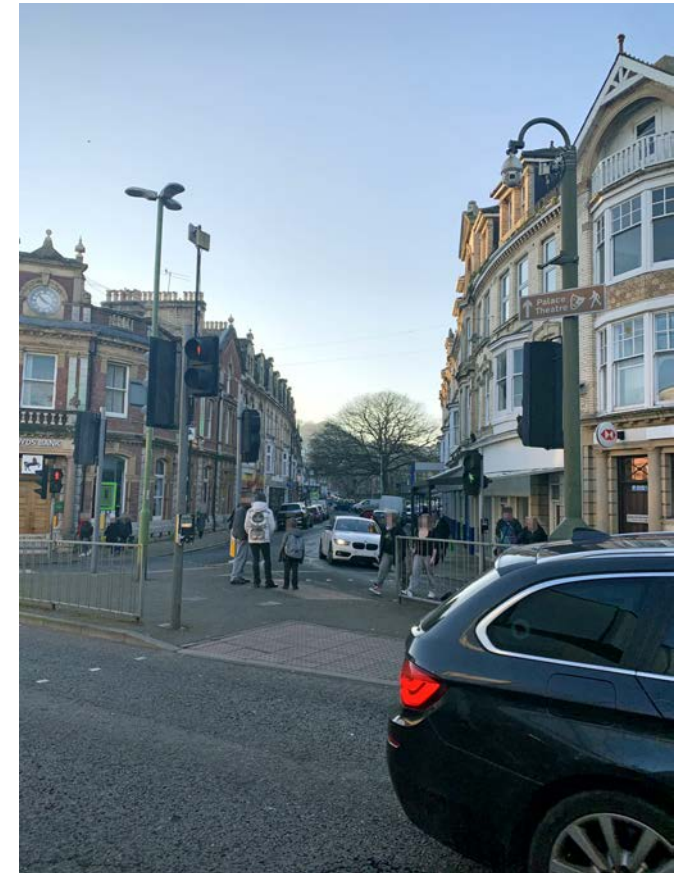
SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE

Common materials include brushed yellow brick, red brick and local red rubble sandstone. The majority of shopfronts in this area are modern in construction and use inappropriate materials, however historic features such as the cast iron columns to the unoccupied department store on Palace Avenue are still in place.

Victoria Street, Palace Avenue and the intersection of Torquay Road are the principal commercial area in Paignton today and serve as the thoroughfare from the medieval Winner Street through to the station and beyond to the seafront via Torbay Road. Presently, Torquay Road, Totnes Road and Dartmouth Road are the main route around Torbay so are heavily trafficked; this creates a significant barrier between Victoria Street and Palace Avenue and therefore a noticeable drop in footfall in Palace Avenue.



A terrace on the south side of Palace Avenue, with shops and commercial units to the ground floor and residential housing on the upper floors.



The heavily trafficked junction along Totnes Road and Torquay Road between Palace Avenue and Victoria Street.

SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE

Landmarks in this area include the open green space of Palace Avenue Gardens, the Palace Avenue Theatre, and the collection of buildings that face the intersection between Victoria Street, Palace Avenue, Torquay Road and Totnes Road; the Lloyds Bank building, the HSBC building, the unoccupied former department store and the Liberal Club building.

This area also has examples of terraced houses which, as individual groups of houses, have a distinct historic character. These terraced houses are found on Gerston Road, New Street, the west end of Tower Road and the west end of Palace Avenue. These groups, as sets of planned terraces, all have access roads to rear gardens which are a wider feature of the 19th-century residential developments in Paignton.



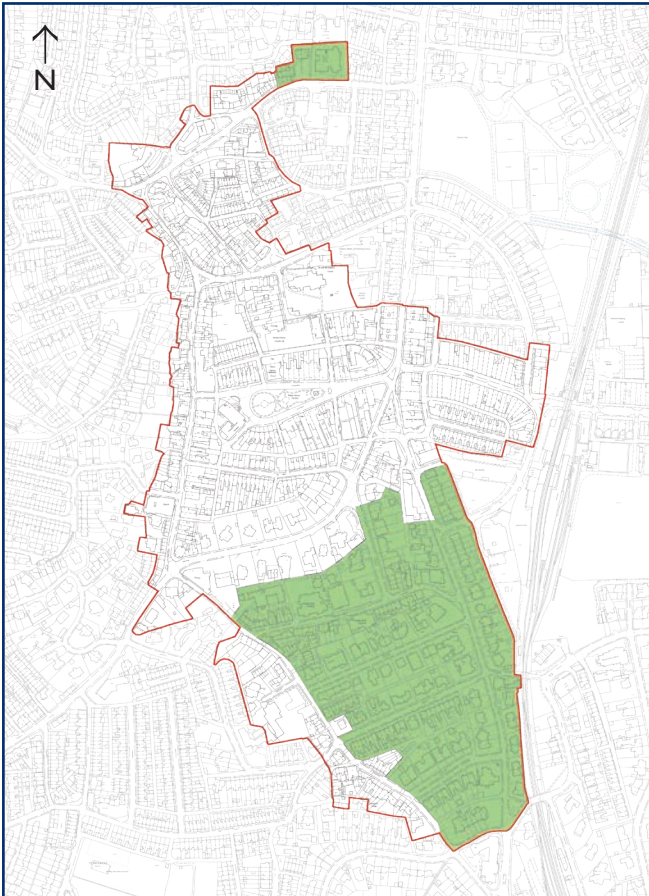
The Palace Avenue Theatre on Palace Avenue, constructed in local red rubble sandstone with yellow brick and moulded limestone detailing.



The terrace of houses at the west end of Tower Road.

SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE/EARLY 20TH-CENTURY INNER SUBURB

3.4 Late 19th-Century/Early 20th-Century Inner Suburb



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Characteristic Features:

- Planned development of residential streets, each with their own distinct character.
- Large villas, both detached and semi-detached.
- Short terraces of houses in complimentary architectural styles.
- Use of red brick, red rubble sandstone and external renders.
- Regular proportions and symmetry, with some examples of elaborate decorative features to larger properties.

The late 19th and early 20th-century inner suburb character area includes the section of the Old Paignton Conservation Area south of Totnes Road and between Fisher Street and Dartmouth Road: the Riviera, Elmsleigh Park, Elmsleigh Road, Grosvenor Road, Curledge Street, Midvale Road and Dartmouth Road.

This area is principally residential, with large detached and semi-detached villas and series of terraced houses. There is a mixture of late 19th-century architectural styles that complement one another and a consistent use of red brick and external render which creates a historic character to the area. The development of this suburb was completed in the early 20th century with isolated instances of later development and infill.



The view of Curledge Street from Fisher Street, demonstrating the variety of residential styles within the southern inner suburb of the Paignton Conservation Area.

SECTION 3.0: CHARACTER AREAS: LATE 19TH-CENTURY TOWN CENTRE/EARLY 20TH-CENTURY INNER SUBURB

The larger villas in these residential areas have generously sized plots which historically would have been gardens; most of these have been converted into car parking facing the streets which has also resulted in a loss of historic boundary treatments. Some roads have some mature trees and hedging which softens the streetscape, most notably Elmsleigh Park which has a central island of mature trees along the street.



Elmsleigh Park with an island of mature trees in the centre of the street.

Boundary treatments facing the roads in this area are generally masonry walls, some of which are topped with hedging. These boundary walls are half-height and constructed in brick, whereas more substantial retaining walls to accommodate the topography of the area are constructed in red rubble sandstone.



The historic Girls' School building, now a part of the Curledge Street Academy, on the north side of Curledge Street. The construction date of 1895 is inscribed at the apex of the principal building.

Key landmarks of this area include the Curledge Street Academy school buildings, constructed in the late 19th century. These are large buildings distinctive in the streetscape for their scale and use of grey limestone which contrasts with the local red sandstone that is a common feature in Paignton.



The historic Boys' School building, now a part of the Curledge Street Academy, on the south side of Curledge Street.

SECTION 4.0: BOUNDARY REVIEW



SECTION 4.0: BOUNDARY REVIEW

4.1 Reasons for Reviewing the Boundary

In accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework and Historic England best practice guidance, the boundary of a conservation area should be periodically reviewed and suitably revised in accordance with findings made during this exercise.

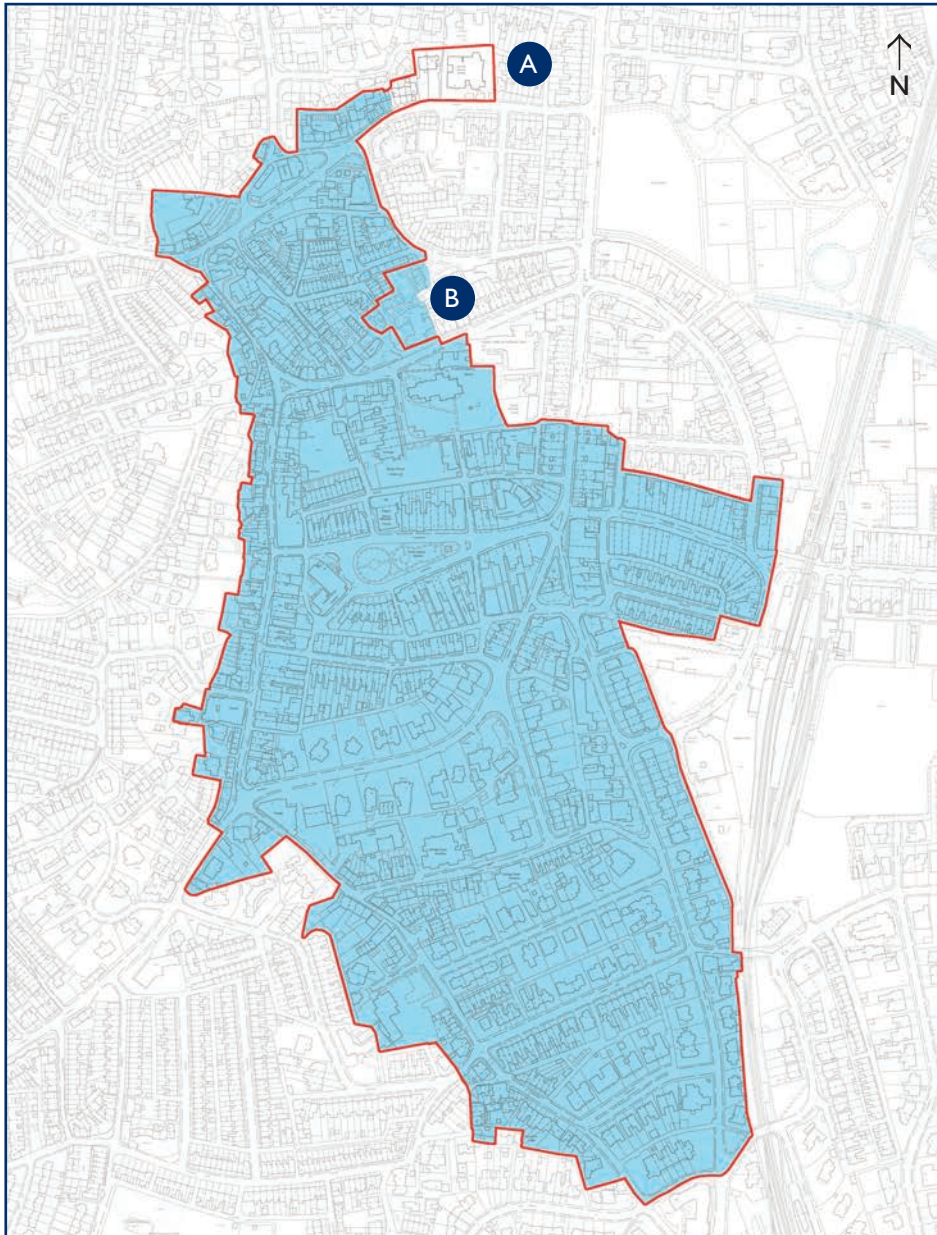
The need to review the boundary can be in response to a number of factors: unmanaged incremental changes which have, over time, diluted the character of an area; the boundary may have been drawn too tightly originally; or the special interest of a feature may not have been evident to a previous assessor. Although it is principally the built structures that are recognised in amending the boundary, their accompanying plots often provide an important historical context which should be incorporated together with the building(s).

The boundary of the Old Paignton Conservation Area was last reviewed in 2007, at which time no changes were made.

4.2 2025 Boundary Changes

This Conservation Area Appraisal identifies several minor amendments to the boundary. These are identified on the plan over the page.

SECTION 4.0: BOUNDARY REVIEW



BOUNDARY REVIEW

- 2025 Conservation Area Boundary
- 1999 Conservation Area Boundary

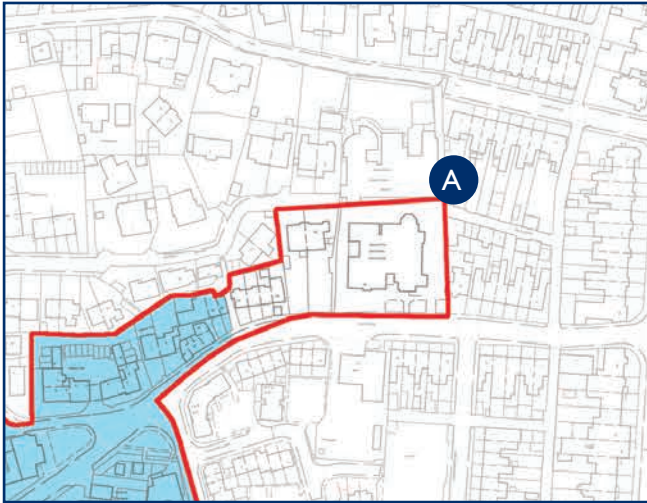
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SECTION 4.0: BOUNDARY REVIEW

Inclusions

A. Partial inclusion of Cecil Road



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The Church of the Sacred Heart and Thérèse of the Child Jesus on Cecil Road.



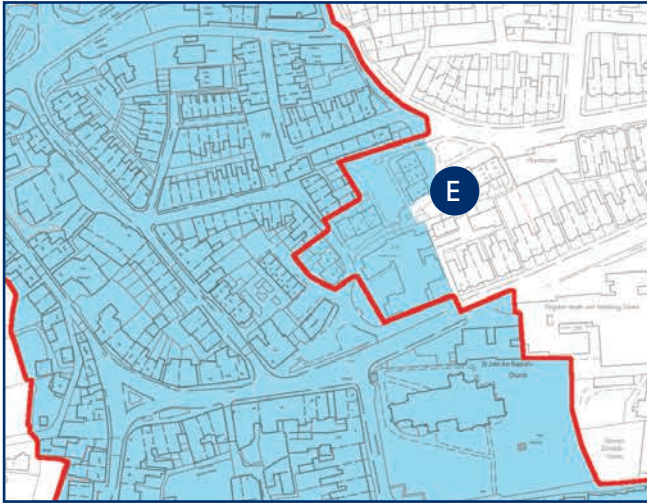
Early 20th-century houses on Cecil Road.

The boundary is amended to include a minor extension east along Cecil Road from the existing boundary line to include a row of early 20th-century houses and the 1931 Catholic Church of the Sacred Heart and Thérèse of the Child Jesus. The church and the adjoining 1950s building are landmarks and are distinctive from the surrounding built environment. The two buildings are constructed in a distinctive Romanesque style with red brick. The church is not listed but is illustrative of the historic development of a local catholic congregation in Paignton in the 19th and 20th centuries.

SECTION 4.0: BOUNDARY REVIEW

Exclusions

B. Exclusion St John's Court, Princes Street



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St John's Court, a modern development on the corner of Princes Street opposite the church, is excluded from the conservation area. This development is of no architectural interest and detracts from the historic interest and character of the conservation area.

The site has substantial red rubble sandstone boundary walls to the south and east which relate to the retaining masonry walls nearby, and it is therefore proposed that these should remain in the conservation area.



St John's Court as seen from Church Street.

SECTION 5.0: AUDIT OF HERITAGE ASSETS



SECTION 5.0: AUDIT OF HERITAGE ASSETS

The Old Paignton Conservation Area is a heritage asset in its own right and contains numerous individual heritage assets. These include both listed and unlisted buildings and structures. This section of the document outlines the heritage assets within the Old Paignton Conservation Area, identifying both individual assets and groups of structures and articulating why they are important. A full list of heritage assets is included in Volume II of this report.

The audit has been carried out by means of visual examination from public thoroughfares. The intention is to identify these heritage assets, rather than to provide a fully comprehensive and detailed assessment of each individually. It should not be assumed that the omission of any information is intended as an indication that a building or feature is not important. A detailed assessment of heritage significance, specific to a building or site within the conservation area, should always be carried out prior to proposing any change.

5.1 Positive Contributors, Key Buildings and Local Landmarks

The buildings within the conservation area have been assessed against the following criteria:

Positive Contributors

A positive contributor is a building, structure or feature which beneficially adds to the overall character of its local area. This is likely to be true of most buildings within a conservation area. The extent to which a building will positively contribute will largely depend on the integrity of its historic form and is not restricted to its principal elevation. For example, roofscapes and side/rear elevations can all make a positive contribution. Modern buildings can also make a positive contribution here provided they have been sensitively designed to suit their setting.

Buildings which meet one or more of the following criteria have been identified as positive contributors, provided their historic form and value have not been substantially eroded:

- Does the structure reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?
- Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?
- Does it contribute positively to the setting of adjacent designated heritage assets?
- Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?
- Does it have significant historic associations with features such as the historic road layout or a landscape feature?
- Does it reflect the functional character or former uses in the area?
- Does its use contribute to the character or appearance of the area?⁰¹

⁰¹ Criteria adapted from Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (Second Edition): 2019.

SECTION 5.0: AUDIT OF HERITAGE ASSETS

Local Landmarks

Local landmarks are buildings, structures or features which are visually prominent and recognisable within the local streetscape, and which make a positive contribution to the character of the surrounding area.

Key Buildings of Individual Heritage Interest

Key buildings of individual heritage interest are buildings, structures or features which have a degree of heritage significance drawn from their own heritage interest. The ability to appreciate this heritage interest does not rely on the relationship with surrounding structures (although these may form an important part of its setting).

Key buildings of individual heritage interest are frequently unlisted but can be afforded protection against harmful development by recognition as a non-designated heritage asset by the local planning authority, who may choose to formally recognise their special interest through the adoption of a local list. The identification of positive contributors and/or the adoption of a local list provides no additional planning controls; however, the protection of their status as heritage assets is a requirement of the

National Planning Policy Framework and will therefore be a material consideration for local planning authorities in determining planning applications.

5.2 Listed Buildings

Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 and are designated for their architectural or historic interest. All listed buildings in England are designated at the recommendation of Historic England and details are recorded on the National Heritage List for England. Listings are ranked from Grade I (the highest level), Grade II* (in the middle) and Grade II (the lowest and most common level).

Statutory listing does not equate to a preservation order intended to prevent change. However, alterations to listed buildings will require listed building consent, which allows the local authority to make decisions that have been informed by an understanding of the building or site's heritage significance. Importantly, national and local planning policies also recognise that changes to un-listed buildings or sites in the setting of a designated heritage asset can affect its special interest.

5.3 Scheduled Monuments

There are two scheduled monuments within the conservation area boundary. Scheduled monuments are protected under the Ancient Monuments and Archaeological Areas Act 1979. Scheduling protects nationally important archaeological sites, which can be above or below ground, and the register is managed by Historic England.

Schedule monument consent is required for any works to/on the site of a scheduled monument.⁰²

5.4 Opportunities for Enhancement

The contribution made by many buildings to the character of the conservation area could be improved through small alterations as and when the opportunity arises, such as replacing windows with more traditional units and general maintenance to improve outward condition. Due to the high concentration of such buildings throughout the conservation area, they are not individually identified on the accompanying plan.

⁰² <https://historicengland.org.uk/listing/what-is-designation/scheduled-monuments/>

SECTION 5.0: AUDIT OF HERITAGE ASSETS

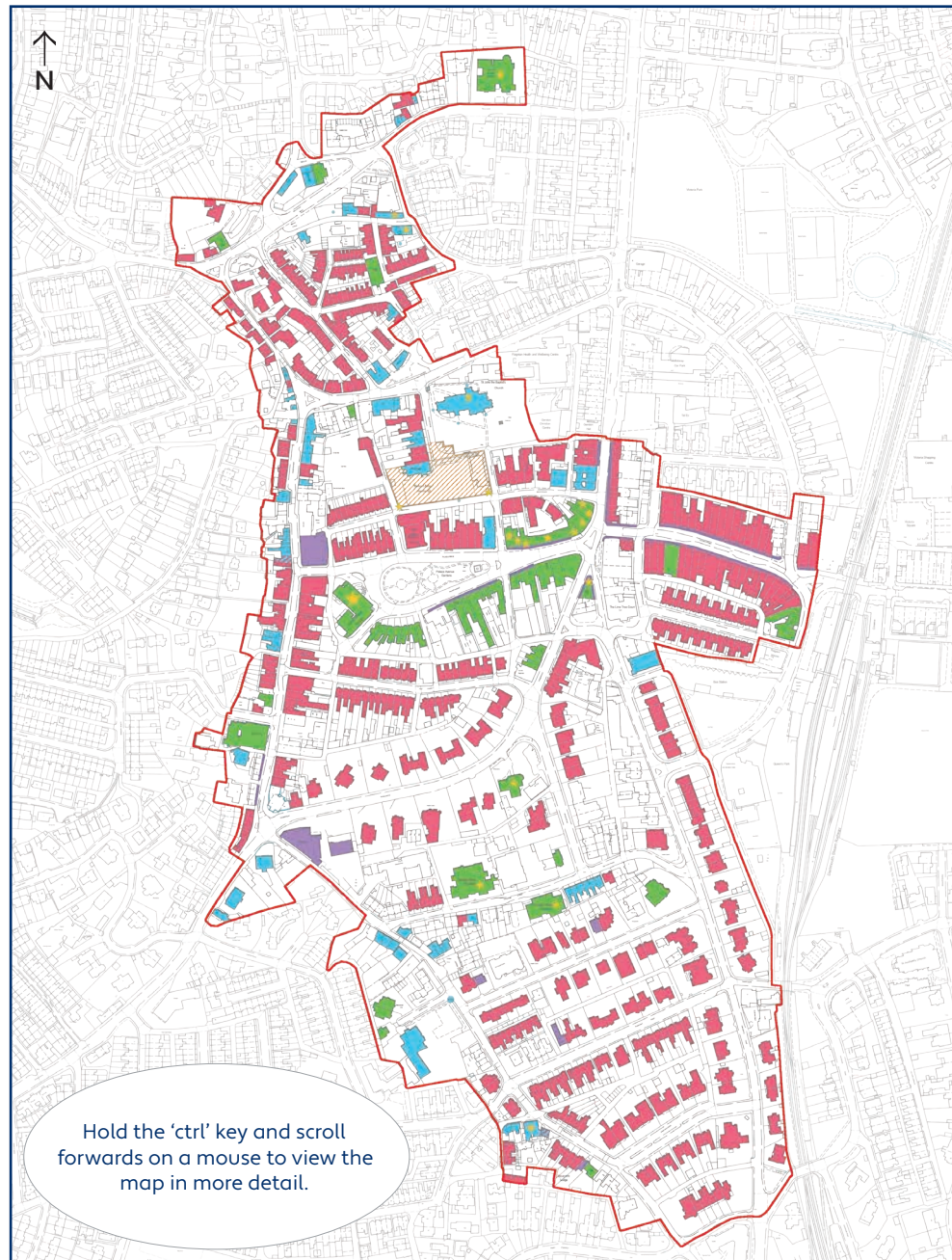
Paignton is designated as a strategic policy area under the Torbay Local Plan, specifically policies SDP1 (Paignton) and SDP2 (Paignton Town Centre and Seafront). These policies aim to regenerate the town centre and improve the relationship with the medieval historic core, the late 19th-century inner suburbs and the seafront. The proposals seek to improve the public spaces with green infrastructure, revitalised leisure and retail opportunities, and enhance the historic character of Paignton.

HERITAGE ASSETS

- Positive Contributor
- Key Building of Individual Heritage Interest
- Listed Building
- ★ Local Landmark
- Opportunity for Enhancement – Shopfronts
- Opportunity for Enhancement – Other Detracting Feature/s
- ▨ Scheduled Monument
- 2025 Proposed Conservation Area Boundary

This plan is not to scale

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SECTION 5.0: AUDIT OF HERITAGE ASSETS

5.4 Buildings at Risk

Bishops' Palace is a scheduled monument and a Grade II* listed building and is currently listed on Historic England's Heritage at Risk Register. The most recent report describes the condition of the standing structure at risk from 'vegetation growth, especially valerian on the wall tops and growing from crevices, [which] threatens the medieval walls'⁰³. Historic England grant funded works to remove vegetation from the masonry in 2016.

Torbay Cinema is also listed on the Heritage at Risk Register and sits just outside the conservation area on Torbay Road. It is a Grade II* listed building and is poor condition due to prolonged disuse since the cinema closed in 1999. Repair works are currently underway to ensure the future ongoing use of the building as a cinema⁰⁴.

03 Heritage at Risk Register, The Bishop's Palace, <https://historicengland.org.uk/advice/heritage-at-risk/search-register/list-entry/1644473>

04 Heritage at Risk Register, Torbay Cinema, <https://historicengland.org.uk/advice/heritage-at-risk/search-register/list-entry/49405>

SECTION 6.0: ISSUES



SECTION 6.0: ISSUES

6.1 Condition

Overall, the conservation area is generally in fair condition: the buildings, roads and pavements have been well maintained in most instances. Many residential buildings in the southern half of the conservation area appear to be regularly maintained and are therefore in good condition. Many common problems that do occur could be easily addressed through regular maintenance or the appropriate repair.

A prominent issue within the conservation area is ineffective rainwater management, which is particularly noticeable around the historic core. There are many examples of blocked gutters and downpipes, which can contribute to external staining as well as more serious issues with damp. Regular clearance of/improvements to rainwater goods can easily rectify these issues.

The use of inappropriate materials to repair historic buildings can often stimulate or hasten the deterioration of built fabric. This is because traditional buildings (generally those built before 1919) utilised 'breathable' materials which facilitate the free passage of moisture through a structure. Although older buildings absorb more moisture than modern structures, this moisture should be

able to evaporate in dry conditions. Modern cement-based renders and mortars are not breathable and prevent the evaporation of moisture from a traditional building, thereby causing issues with damp and deterioration. Non-breathable paint applied over walls which were originally intended to be exposed can have a similar impact.

There are several instances throughout the conservation area where boundary walls are suffering from a lack of maintenance which manifests in staining, vegetation growth and missing joints. This could be remedied through the careful removal of vegetation and cementitious mortar and the localised replacement of masonry/brick, bedded in and pointed with lime mortar.

Where timber window units and shopfronts survive, these make an important contribution to the character of the conservation area and should be regularly maintained.

There are several examples of rotting joinery to historic window units and shopfronts, and this should be addressed through the replacement of damaged timbers which cannot be salvaged with new timber, and regular re-painting of joinery with

breathable paint. Effective management of water runoff will also help to prevent timber decay.

Where buildings within the conservation area are vacant, problems with condition tend to be exacerbated as they go unnoticed for longer periods. This is evident on Winner Street where there are a high proportion of unoccupied shops which have fallen into a state of disrepair including deteriorating traditional timber shopfronts. The former Bailey's Hotel on Station Square is a prominent historic building which has been left to fall derelict.



A historic shop on Winner Street which has deteriorating fabric on the upper floors, including areas of failed render and rotting timberwork including windows.

SECTION 6.0: ISSUES



A house on Winner Street which has been externally rendered in concrete, leading to significant issues with dame which is causing areas of the render to fail.



A listed house on the corner of Winner Street and Church Street which has been externally painted in a modern non-permeable paint leading to areas of cracking, bubbling and failure. The timber windows are also rotting in places.



The former Crown and Anchor pub on Church Street which has been left unoccupied and been left in a poor condition.



The former Bailey's Hotel on Station Square which is in a poor state of repair on the upper floors. Inoccupation has led to vegetation being allowed to grow on the front façade, windows become missing, and rainwater goods left to fail causing the building to be in a derelict condition.

SECTION 6.0: ISSUES

6.2 Detracting Features

The replacement of traditional timber-framed windows with uPVC alternatives is common across the conservation area; there are numerous instances where this has taken place on buildings of all types. The materials, style and position within the window reveal (i.e. flush with the elevation, rather than set back) of the uPVC replacements are detrimental to the character of the historic elevations and collectively detract from the special interest of the conservation area. Although they are often perceived to offer environmental benefits, the lifespan of uPVC windows is also considerably shorter than that of well-maintained timber windows and the units cannot be easily recycled. Similarly, the replacement of traditional timber doors with modern designs in uPVC result in features which are discordant with the character of the conservation area.

Many of the historic shopfronts retain much of their traditional character. However, many have been altered with inappropriate additions such as box fascias and expansive float-glass frontages which are overly prominent and do not respect the proportions of the host building. There are many later 20th-century shopfronts on Victoria Street, Palace Avenue, Torquay Road and Winner Street in particular, which are also out of keeping with both their host building and the wider conservation area. Incorporating traditional features such as a stallriser (a platform below the shop window), glazing articulated by mullions and transoms (horizontal and vertical glazing bars) and a fascia which respects the proportions of the host building can greatly improve the character of modern retail units in conservation areas.

Other minor detracting features include:

- Roof or chimney-mounted television aerials, satellite dishes and trailing wires.
- Large plant equipment on return elevations which are highly visible from the public highway.
- uPVC rainwater goods.
- Unsympathetic, municipal style street lighting.
- Collections of bins, both commercial and domestic, on pavements or in prominent positions within the streetscape.
- High volume of parked cars along narrow streets, coupled with highly trafficked principal roads.
- Hard surfaces applied to former gardens surrounding large detached houses and the loss of front boundary walls to provide car parking.

SECTION 6.0: ISSUES



A pair of buildings on Church Street which have had their traditional shopfronts incrementally replaced with uPVC units, including the replacement of an upper floor window.



Modern shopfronts on a terrace of buildings on Torquay Road. Adaptation of these buildings for the commercial businesses has included the infill of upper floor windows.



Modern replacement shopfronts on Victoria Street.



Modern 20th-century shop extensions to the front elevation to a terrace of houses on Palace Avenue. A single property in the centre of this terrace has not been extended, illustrating how the terrace would have historically appeared when they were residential houses.



The south terrace of Palace Avenue with a range of modern shopfront adaptations and replacement windows on the first floor.



Hard surfaces applied to the historic garden of a substantial house on Dartmouth Road for car parking with refuse bins in clear view.

SECTION 6.0: ISSUES

6.3 Innappropriate Modern Development

There are many examples of modern development which depreciate the special interest of the conservation area through inappropriate massing and detailing. This includes the attachment of modern dwellings to historic villas and the adaptation of buildings with inappropriate materials or that are poorly designed so they are incongruous with the surrounding character and appearance of the conservation area.

When successfully delivered, development within a conservation area responds to the proportions of historic buildings plots and frontages, existing architectural detailing, and materiality. This also applies to developments within the setting of a conservation area.



A 20th-century dwelling attached to a historic semi-detached villa on Elmsleigh Road.



A modern dwelling attached to a historic house with distinctive ironmongery on Fisher Street.



A modern shopfront extension added to the front elevation of a former newsagents on Fisher Street.



Modern uPVC sunroom extensions to the front elevation of a terrace of houses on Elmsleigh Road.



Inappropriate interventions to the balcony of a house on Dartmouth Road which depreciates the historic character of the building and the appearance of the surrounding conservation area.



SECTION 7.0: OPPORTUNITIES

SECTION 7.0: OPPORTUNITIES

There is scope to enhance the conservation area through addressing the minor but altogether detracting elements such as external accretions, management of rainwater goods and the appropriate repair of failing elements. Incrementally addressing these issues will have a positive impact and enhance the conservation area.

Although many of the uPVC windows and doors which have already been installed are unlikely to require replacement in the near future, there is scope for any further replacement windows and doors to be carried out using styles, materials and methods that are better suited to enhancing the special interest of the conservation area. It would be especially beneficial for first-generation uPVC double-glazing, which is generally coming to the end of its life cycle, to be replaced with more suitable alternatives, rather than the more visually intrusive standard option.

Some of the low-quality 20th-century architecture within the conservation area could be beneficially re-developed should the opportunity arise. Likewise, the replacement or alteration of unsympathetic shopfronts would greatly enhance the special interest of the conservation area. Considered place-making, such as landscaping, also has the potential to improve the relationship of new design with the conservation area.

Locations for future development within the conservation area also provide an opportunity to enhance the character of the conservation area.

Heritage-led regeneration opportunities have the potential to increase economic returns in the local area whilst celebrating and enhancing the special interest of the conservation area.⁰¹

⁰¹ Historic England, Heritage and its Role in Development and Place, 2023. <https://historicengland.org.uk/research/heritage-counts/heritage-and-economy/place-development/>

SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE



SECTION 8.0: CONSERVATION AREA DESIGNATION – CONTROL MEASURES AND BEST PRACTICE GUIDANCE

8.1 Control Measures

In order to protect and enhance the conservation area, any changes that take place must conserve its character and special interest. Statutory control measures are intended to prevent development that may have an individually or cumulatively negative effect. Control measures within include:

- Planning permission will usually be required to totally or substantially demolish buildings or structure (including walls, gate piers and chimneys). This will also need a heritage statement (sometimes called a heritage impact assessment) as part of the application.
- The extent to which permitted development (i.e. changes that are allowed without requiring consent from the local authority) may be restricted. For example, replacement windows, different elevational finishes or the installation of satellite dishes may require planning permission.
- Trees with a diameter of 75mm or greater, measured as 1.5m above the soil level are protected. Any work proposed to these trees require permission from the local authority by means of a planning application. This allows the authority to

determine whether a tree preservation order (TPO) is necessary.

- Advertisements and other commercial signage may be subject to additional controls and/or require planning permission.

8.2 Conservation Aims and Best Practice

There is no generally accepted detailed definition of ‘best practice’ in conservation: it is a term used to describe the management of change (including repair) so that the integrity and character of a historic site is not eroded or compromised. It is not the intention of conservation best practice to prevent change from happening: alterations can still be carried out but should be subject to additional scrutiny to ensure that the special interest of the conservation area is protected.

It is the purpose of this Appraisal to provide guidance that will help achieve these aims. Overall, any change in the Old Paignton Conservation Area should seek to:

- Preserve its historical features;
- Enhance, where possible, its special interest;

- Positively contribute to its established character; and
- Be high quality.

8.3 ‘Like-for-Like’

A term that is frequently used in conservation is ‘like-for-like’ replacement or repair. This is frequently – and mistakenly – taken to mean that a modern alternative that generally echoes the style of the element removed is acceptable. However, this is not accurate or acceptable. Like-for-like should always be interpreted as an alternative that matches the historic element removed in terms of its material, dimensions, method of construction, finish, means of installation and any other feature specific to the original element, such that the modern replacement is hardly discernible from the original (accepting that its condition will be greatly improved where the original has failed beyond repair).

For example, modern uPVC windows in imitation of Georgian or Victorian-style sash windows but with false glazing bars and a top-hung casement opening mechanism do not constitute a like-for-like replacement for traditional timber-framed Victorian sliding sash windows, although they may appear stylistically similar.

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8.4 Repairs and Replacement

Repairs and replacement are inevitable with any building or site, regardless of age; however, within a conservation area, it is especially important that this is carried out sensitively to protect the historic fabric of its buildings and respect the character of the wider area. Key points to remember when looking to carry out repair work or install replacement features are:

- A method of repair that was suitable for one building may not be suitable for another. Repair and replacement should always be considered on a case-by-case basis.
- Repairs using appropriate materials and techniques are always preferable over wholesale replacement.
- Where a historic feature has degraded beyond repair, replacement should be carried out on a like-for-like basis.
- Where seeking to improve failing modern features, a traditionally-designed alternative using appropriate materials is preferable. For example, the replacement of uPVC gutters and downpipes with

lead, cast iron or coated aluminium alternatives that better reflect the traditional character of the conservation area.

- Cement-based mortars and/or ribbon pointing are harmful to historic brickwork and masonry. Repairs to any pointing should be carried out in a lime mortar after any cementitious mortar has been raked out. This will ensure the longevity of the historic built fabric.
- Due consideration should be given to the sustainability of the repair or replacement, i.e. what is its lifespan? What maintenance will be required to prolong this?
- Reversibility is an important consideration as better alternative may become available in the future.
- Historic external detailing should be retained or, where damaged beyond repair, replaced on a like-for-like basis. This includes (but is not limited to): the texture and colour of render; size and colour of bricks used, and the bond in which they are laid; stone dressings; and chimneystacks.

- The reinstatement of historic features that have been lost is favourable. For example, re-exposing brickwork that has been rendered or painted over.
- The repair and replacement of windows can have a notable effect on the character and special interest of the conservation area, both positively and negatively. The aim should always be to retain historic windows wherever they survive, carrying out refurbishment work where needed to make sure they remain usable. Timber frames are preferable over uPVC for a number of reasons, mainly their comparative slimness and breathable quality which has a positive knock-on effect on the overall condition of the historic building.

8.5 Maintenance

Maintenance differs from repair in that it is a pre-planned, regular activity intended to reduce instances where remedial or unforeseen work is needed. The higher the levels of maintenance, the less need to carry out repairs. Regular maintenance activity should include annual gutter clearing, seasonal vegetation control and repainting external joinery with an oil-based paint. This is not an exhaustive list and each historic building will have its own specific needs.

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Larger historic buildings and those which are listed may benefit from occasional condition surveys (usually around every five years) to highlight their individual maintenance and repair needs.

The maintenance requirement of a building will depend on its age, materials and susceptibility to wear. Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings.

8.6 Trees

Trees are afforded extra protection within the conservation area and there are several tree preservation orders in place. Any tree surgery work should be carried out only once the relevant permission has been sought. The management of the planted elements within the conservation area is beneficial to its overall appearance and potentially also to the condition of the buildings where root damage may pose a threat.

8.7 Public Realm

Public realm features, including bins, bollards, seating and planters, etc. often become outdated in their appearance. This can be due to heavy wear, antisocial behaviour or as a result of poor design and short-lived trends. Successful public realm schemes are contextual, using high-quality materials that echo the character of the wider area. Any additions or amendments to the public realm will also need to take account of highways and other relevant regulations.

8.8 Modern and New Development

It is not the intention of conservation area designation to prevent new development or entirely exclude existing modern development where this is woven into a surrounding historic space. Instead, it puts in place a process whereby any proposals are more thoroughly studied to ensure that the special interest of the conservation area is protected and opportunities to improve its character are identified.

New development can range from entire new buildings to the introduction of new features, however small, on existing buildings. It is acknowledged that there are pressures on housing numbers within

the conservation area and that associated planning applications are likely to be submitted in the future.

New development within the setting of the conservation area should also be carefully managed as it has the potential to detract from its character and special interest. The potential for substantial new development inside the conservation area boundary is generally limited to the replacement or alteration of those buildings, generally from the mid-late 20th century, which do not positively contribute to its character. Any proposals will need to be considered on a case-by-case basis and take account of:

- The significance of any existing building affected;
- The impact on the setting of neighbouring listed buildings, key buildings of individual heritage interest and/or positive contributors;
- How local features and materials can be incorporated into the new design;
- Whether or not any historical plot boundaries survive or could be recoverable;

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- The impact of the overall scale, massing and design on the wider streetscape;
- The loss of any important rear/side elevations or views of these;
- Characteristic boundary treatments and planting;
- The potential for below-ground or built archaeology; and
- Any other heritage or conservation constraints identified.
- The addition of new features on existing buildings can be detrimental to the individual buildings as well as the overall character of their wider setting if unmanaged. Specifically:
- Television aerials and satellite dishes should not be fixed to principal or highly visible elevations, or chimneystacks.
- Features such as external lighting and security cameras should be as discreet as possible.
- Solar panels should be restricted to rear or secondary elevations, especially where a building forms one of a group.

- Internal alterations can have an external impact; for example, staircases cutting across windows or the removal of chimneybreasts necessitating the removal of the associated chimneystack.

8.9 Sustainability

Maintenance and continued use of historic buildings is inherently sustainable. However, there are growing pressures to improve the energy efficiency of the country's historic building stock in order to reduce carbon emissions, particularly from heating which uses fossil fuel sources. Pressures to increase sustainability performance can be accommodated within the conservation area but will require a bespoke approach to ensure that the measures needed can be viably implemented without harm to its special interest.

Straight-forward measures to improve building performance include:

- Refurbishing historic windows and doors to prevent drafts.
- Re-pointing external walls to prevent damp and air leaks.
- Maintaining rainwater goods.
- Improving and/or expanding green spaces.

- Inserting breathable insulation in loft spaces and suspended floor voids.
- Installing thick curtains or internal shutters.

Double-glazing is now available in slimline, timber frame units which are considerably more sympathetic within historic contexts than earlier versions. It will be necessary to obtain the relevant permissions to install double-glazing. Best practice will always be to retain historic windows wherever possible, with the installation of secondary units being an alternative to full replacement.

The installation of solar panels and other infrastructure such as electric vehicle charging points and heat pumps in a conservation area is generally acceptable, however they must not be installed in a location that is visible from any public highway and their physical and aesthetic impact will need to be carefully considered and mitigated. For more information, contact contact_planning@torbay.gov.uk

Historic England, the Society for the Protection of Ancient Buildings, the Royal Institute of British Architects and other bodies publish extensive guidance on the sensitive adaptation of buildings in response to climate change and sustainability challenges.

APPENDICES



APPENDIX A: BIBLIOGRAPHY

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APPENDIX B: USEFUL CONTACTS

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Planning and Building Control Webpages

<https://www.torbay.gov.uk/planning-and-building-control/>

APPENDIX C: GLOSSARY

Terminology	Definition
Baroque	A highly decorative and theatrical style of architecture popular in England during the 17th century. It experienced a revival in the early 20th century.
Classical	Architecture inspired by the buildings of ancient Greece and Rome - characterised by the use of columns and pediments.
Corbel	Stone, wood or metal bracket, often structural but sometimes decorative.
Cornice	A horizontal decorative moulding.
Fanlight	A small semicircular or rectangular light above a doorway.
Fascia	A horizontal band beneath the eaves of a building or over a shopfront.
Fenestration	Architectural terminology for windows and doors.
Finial	Vertical decorative element found on roofs, towers, spires and gables.
Gothic	Architecture inspired by the style of medieval churches - featuring pointed arches and tracery.
Key stone	A wedge-shaped stone found at the apex of a masonry arch.

Terminology	Definition
Massing	Refers to the shape, form and size of a building.
Mullion	A vertical glazing bar on a window or window opening.
Patina	Visible signs of historic use.
Polite building	A building designed with regard for architectural fashion, often by an architect.
Portico	A projecting porch supported by columns.
Quoins	Masonry blocks to the corner of a wall - can be structural or aesthetic.
Rubble stone	Unfinished stone.
Stallriser	A platform below a shop window.
Tracery	Division of openings with stone bars or moulded ribs.
Transom	A horizontal glazing bar on a window or window opening.
Urban grain	The pattern of building plots in an urban environment.
Vernacular building	A building constructed using local materials with limited or no regard for architectural fashion.

APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

The following text has been extracted from Hal Bishop, 'Old Paington Conservation Area Character Appraisal', the document produced for Torbay Council in 2007.

Historic Environment, Origins and Development

Prehistoric (Neolithic) and Roman activity is recorded in the Goodrington area around 800m (½ mile) to the south. In 2001 residual late Iron Age pottery (c.200 BC) was uncovered on the site of the present parish hall within the medieval walls of the Bishops' Palace; but as a permanent settlement Paington seems to date from the later Saxon period, as suggested by place name evidence Paega's Tun – or it may be a resettlement of an earlier pre-Saxon site. An established manor before the Conquest, the estate passed to the See of Exeter in 1050 with which it remained until the reformation. In the Domesday Book (1086), Paington is PEINTONE; 52 villagers, 40 smallholders and 5 pig men are recorded as well as 36 'slaves'. These last worked on the manorial lord's own demesne with 8 plough teams employed on 6 hides (a hide was normally a standard 120 acres of arable land in cultivation – in the south-west its real extent could be less), or around 720 acres. In addition 41 acres of woodland, 40

of pasture, and 18 of meadow are recorded on which the villagers and smallholders kept 4 cobs, 16 pigs, 20 cattle and 350 sheep. The 133 men enumerated probably indicates a population of around 400-500 across the manor. What is significant about Paington in Domesday is its non-urban character: neither its parish church nor its houses are mentioned. If the 52 villagers occupied the main settlement, the 40 smallholders were scattered across the manorial land. These outlying hamlets can be identified, among them Collaton St Mary (Colethorn); Yalberton (Aleburn); and Stantor (Stontorre). Meadows, pastures, woodland and a salthouse are also recorded. Paington was thus an important manorial centre with a market, fishery and other industries, long before Torquay developed.

The pre-Conquest late-Saxon manor of Paington was concentrated in the Winner Street and Church Street area; in the 1990s eleventh- and twelfth-century pottery was found north of the Parish church of St John on the site of the Church Street hospital, which may indicate the limits of late Saxon and early medieval settlement. St John's, which incorporates 12th century fabric, is almost certainly built on the site of an earlier Saxon church. Winner Street

has long been assumed to have been the principal street of the town. Archaeological observations in January 2001 along its length, recorded no earlier layout. By the end of the medieval period the town extended north to Kirkham House, a late-medieval house with the remains of a 15th century kitchen block, at the junction of Kirkham Street and Littlegate Road (formerly Mill Lane). To the south medieval ribbon development extended along Fisher Street towards the harbour area.

The last Saxon bishop Leofric was not dispossessed by the Conqueror but died in 1072; it is often asserted that his Norman successor Osbern (1072-1103) built a 'palace' but there is no evidence for this; no episcopal registers survive before the time of Walter Bronescombe 1257-80. The extant walled area of the Bishops' Palace is substantially late 14th century with late 19th century rebuilding on earlier foundations. Paington was one of the 9 rural manorial houses – the term palace was not used except for the main diocesan residence – belonging to the bishops, and was resided in from time to time, as recorded in their registers. Bishop Bronescombe visited almost every year, and Grandisson (1327-69) was present on many occasions including

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a continuous period of 76 days in 1329. The demesne complex would have had to accommodate the episcopal retinue, as well as the permanent manorial officials in charge of the valuable estate. But how the enclosed area today relates to the early manorial buildings is not known. While the episcopal registers are usually the first documentary evidence of a house, they are rarely definitively located. Additionally Paignton appears to have had a second separate house belonging to the bishop, recorded as Peyngton Episcopi, which may have been outside the town in one of the surrounding hamlets – wherever, it was distinct from the ‘palace’ site.

The town’s fortunes rose with those of the Bishops of Exeter; with the exception of Crediton, the Paignton manor was the most valuable possession of the see. In 1295 Edward I granted Bishop Thomas Bytton a charter granting a weekly market and an annual fair to be held at the manor: a sure sign of prosperity. Water was brought from springs at Lower Westerland via open leats and culverts the 3 miles to the town centre principally to supply the palace and the manorial Corn Mill. The last mill on the site was only demolished in the 1870s, the site is now occupied by the four blocks of 31-49

Littlegate Road and the landscaped area to the north-west just outside the conservation area. The line of the leat still forms the boundaries between the curtilages of Winner Hill Road and Winner Street on the downslope side. Other than domestic wells this medieval supply was the only source of water brought into Paignton until 1872. The mill outflow followed the line of Littlegate Road eastwards before flowing through dykes and drains, whose layout largely dictated the future shape of Victoria Park, to the sea.

A survey made of the episcopal houses shortly after the translation of Bishop Redman (1495-1501) to Ely records while Paignton Episcopi was utterly destroyed and fallen down within Paignton, the palace site was scarcely better; no less than £70 was required to make it fit for the Bishop to lie therein. This is not long after the 1379 licence given by King Richard II to the Bishops to crenellate, and is considered the date of the enclosing walls and the surviving so-called Coverdale tower. Bishop Lacy (1420-55) only stayed on three occasions, the last being in 1447.

John Leland, Henry VIII’s antiquary passed through in 1525, recording the presence of a small pier for boats, presumably the quay at Roundham harbour. At the Reformation the last medieval bishop John Vesey (1519-51 dep; res. 1553-4) was forced by the king to dispossess the see of its temporal holdings outside Exeter. The manor was leased to Sir Thomas Speke in 1545, and the freehold conveyed to him outright in 1549. In 1557 Speke conveyed the manor to the courtier Sir William Herbert, first Earl of Pembroke. In 1567 the Herberts commissioned a survey of all their lands and properties; the resultant Pembroke Survey provides a detailed record of the manor, its tenants and customs. While the survey is an invaluable historical record with the customs of the manor given in English, and the tenancies and copyholds in Latin, topographic description is almost entirely absent with very little information relating any of the properties detailed to their location, other than by street. The plan attached to the survey is the earliest known drawing of the town; as a map it is schematic rather than representational, although the parish church is clearly located. Nevertheless, it does allow a tantalising glimpse of the layout and building types at that time. Winner Street, the principal area of settlement and thoroughfare, is recorded

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as Wynerde Street, i.e. vineyard, which has long been taken to indicate that this was a former wine growing area. A large walled structure, which can only be the Bishops' Palace is shown but is not located in its current position, while the survey records it as having become 'ruinous', confirming the dilapidations noted in 1501. Other parts of the complex, the great stable and barn are described as decayed (below).

The Herbert family appear to have alienated the manor during the English Civil War in the 1640s. Certainly the 17th and 18th century is one of increasing desuetude; court rolls, recording manorial business, which are extant from the 1660s paint a uniform picture of decline: the decay or ruinous state of wells, bridges, walls etc. In 1750 Dr. Richard Pococke, then travelling through Devon, described Paignton as a poor town of farmers at the bottom of the bay. His contemporary Jeremiah Milles, (Precentor, then Dean of Exeter 1762-84) spent many years in the middle of the century amassing material for a projected History of Devon; although it was never published the manuscript is an excellent historical and topographical miscellany. Milles noted from his informant in 1754 that:

The Marshes between ye Church & Water Side till about 9 years ago were overgrown wth Sedge & Rushes & deemed almost incapable of any Improvemt but ye Several Owners joyning together & Employing an Engineer have by draining of ye Standing Water made what was before not worth 5 Shillings per Annum already 25s, & in a little time are in hopes to make it worth [more].

Two other notable 18th century chroniclers made journeys to, or notes on Paignton. The dilettante clergyman the Rev John Swete passed through in June 1793 where he identified the Palace remains, and painted the building whose remnants form the south-west corner of the churchyard (4.1.3), and the Coverdale Tower (4.1.4). His description also allows the identification of buildings now entirely lost:

... near the Western end of the Church, is yet standing, the gateway that led into the Palace ...The Principal Buildings lay South and East of this, and are boundaries on these points to the Churchyard.

In his 1797 The History of Devonshire Richard Polwhele noted, at a time when the number of inhabitants was around 1,575 (1801 Census), that:

The greater part of the houses are built of mud walls and covered with thatch, but not remarkable for neatness or commodiousness . . . [There is] a great quantity of orchard ground.

The land which was laid out to the east of the churchyard after 1745 can be seen on the 1840 tithe map as large fields with near-regular boundaries, constrained only by the exigencies of the land-drains to the sea shore. The contrast between the reclaimed area and the surviving medieval strip fields to the north, which stretch south from Polsham Road, and the enclosed fields south of Sands Road is very noticeable.

However the earlier part of the 19th century seems to begin a period of steadier development and consolidation after two centuries of neglect. The revictualling of the Channel Fleet in its Torbay haven being a major economic activity, even if the focus of the naval and military presence was on Torquay and Brixham. The slow development as a resort follows the end of the long French wars when several typical

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Regency cottages with their distinctive fenestration were built; a number of other houses or shops were newly built or remodelled during the 1820s and 1830s, in Cecil Road, Curledge Street and Fisher Street, as well as in the Winner Street/Church Street core. A National School was established in 1829 in the Rectory grounds, the enlarged building has now been absorbed into the District Hospital. The revivification of the town is reflected in the rising population recorded in the national censuses: 1,639 in 1811; 1,796 in 1821 and 2,501 in 1841 – a rise of 60% over 40 years.

The 1840 tithe map is an extremely valuable document for it records two seemingly contradictory things: the fossilisation of the medieval town; and the blueprint for expansion with the new turnpikes of Totnes Road (including the Church Street extension, which was extended north and east of the Church to meet it), and Dartmouth Road, which would act as springboards for the first phase of expansion to 1860. As a medieval relict the ‘urban’ settlement is shown lying clustered around the church and the adjacent streets: Winner, Church, Well and Princes Streets (then Duck Street), and a more linear settlement stretching from the north end of Winner Street, and what

was Culverhay Street, and down Mill Lane (now Littlegate Road). At the northern and southern extents of the town both Spratt Lane (later rationalised as Cecil Road), and Fisher Street to the south of Winner Street are also of medieval origin and show signs of ribbon development along their lengths. By contrast the Church Street extension and the newly constructed Totnes Road, from the Winner Street/Fisher Street junction in the south, to its junction at the Lower and Higher Polsham Roads cross-roads on the north, can clearly be seen cutting across the medieval and later field boundaries, as does Dartmouth Road linking Totnes Road and Fisher Street.

The tithe map also shows the earliest villas within the conservation area to be those either side of Totnes Road south of the Winner Street/Fisher Street junction. Moorlands on the north side (since demolished, the site is now occupied by 50-80 Totnes Road, and 2-8 Primley Park East) sat in its own grounds approached by a winding carriage drive, much like its contemporaries in Torquay. On the south side Halswell Villa (1820s), Halswell House (1840s) and Halswell Cottage (1820s) occupy a triangular area between Totnes Road and Fisher Street. All survive as 47, 53 and

55 Totnes Road. The only other surviving villas within the conservation area are those of Bay View (21 Winner Street) and Parkhill approached from Southfield Road. Also shown is the watercourse above Winner Street, established during the tenure of the medieval bishops, which was culverted to cross Church and Winner Streets leading to the Mill Dam, whose site is occupied by 51-65 Littlegate Road and the car park behind.

In 1850 William White’s History, Gazetteer and Directory of Devonshire described the town as:

A neat and improving village and bathing place delightfully situated ... along the shore of a beautiful bay. Paignton has risen into notice as a place of resort for invalids during the last fifteen years, and is capable of being made a first-rate watering place, having a good beach, and a large extent of contiguous ground, which may be converted into a beautiful esplanade and carriage drive.

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The census in 1851 records a population of 2,746, about 250 of whom attended the National school. The scattering of villas put up in the 1850s began the formation of the embryonic resort; but these were built between Southfield and Redcliff – the Baroque Mughal Tower here dates from 1853 – along the Polsham Roads where they are close to the sea to the north of the present conservation area, though partly within that of Polsham.

The Dartmouth and Torbay Railway's arrival in 1859, over a substantial embankment (with greatly improved land drainage and a subdivision of the fields into smaller units) allowed a second, and much greater, phase of development resulting in the creation of the Victorian new town east of Winner Street over the next 40 years, with Victoria Street, connecting the station to the Totnes and Dartmouth Road junction. The development over this period is clearly seen when the First Edition OS County Series map surveyed in 1861 and the Second Edition surveyed in 1904 are compared.

The OS 1861 map shows a few further villas within the conservation area, Bay House View (33 Winner Street) being the only one still extant. After this date villas and semi-

detached pairs developed along Totnes and Dartmouth Roads, the new through routes. These followed a standard two-storey pattern, often with attic dormers. Between Fisher Street and Dartmouth Road other new residential roads were laid out, the detached, semi-detached and short terraces built were integrated into a landscape of mature trees, often apple orchards, and shrubs and provided with gardens relative to their size, bounded by walls of local stone and topped by hedges. The orchards, mostly yielding cider apples, are omnipresent on the 1861 map – within the old manor boundaries 300 acres are recorded as being given over to the cider crop. Elsewhere in what will be the centre of the town the terraces of 1-4 Bishops' Place, Gerston Place (3-17 Torquay Road) and Gerston Terrace (1 Victoria Street and 2-28 Torquay Road) have been established. Isolated in fields two houses (Nos. 3 & 5) of what will be the first New Street terrace of eight have been built but not yet the road itself.

An indication of Paignton's increasing Victorian popularity was that in 1879 the town was home to the first performance of Gilbert & Sullivan's *Pirates of Penzance* at the Royal Bijou Theatre, to the rear of the former Gerston Hotel at the junction

of Victoria Street and Hyde Road. A contemporary account Paignton and its Attractions published in 1885 acknowledged that while some of the new development had an imposing frontage, there was also disquiet about its scale which was seen as destroying some of the hitherto most charming aspects of the neighbourhood. Yet at this time the area of the town centre was still entirely undeveloped; photographs from the 1880s show the central area south of the medieval Palace walls, the Bishops' Place terraces, and the area from the rear of Winner Street to Totnes Road as far as the northern curtilage of the New Street houses (3ha/7½ acres) as all under cultivation – the famous poll cabbages, i.e., the area had remained open for more than the 800 years since Domesday.

The spacious well laid-out Victorian town centre (Cherry & Pevsner) is almost entirely a creation of the local architects, George Soudon Bridgman, and W G Couldrey. The Palace Avenue area – 'The Palace Building estate' – with its teardrop-shaped gardens, and public hall were designed by Bridgman and Couldrey in 1886. Their original ground plan, which survives, shows a rather different composition from the one that was eventually built. It had been intended that

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the public hall should sit within the wide hemispherical end of the garden with a long Palace Avenue frontage to the north, while the southern and western frontages would give onto an elegant crescent – Nos. 42-54 Palace Avenue with their half-timbering preserve the incipient curvature and form of the much larger proposed 'Victoria Crescent'. Such a location would have made the hall the most visible building in the new town centre. In the event the public hall, now the Palace Theatre, was built in 1890 at the west end of Palace Avenue on the 11 plots originally designated as the western part of Victoria Crescent, on land behind what is now 44-58 Winner Street. It sits to the south-west, and eccentrically opposite the broad end of the oval garden which takes on a teardrop shape as the avenue widens from its narrow eastern entry to the west.

The relocation of the public hall from the garden site allowed its ground plan to be increased by around 50% and a caretaker's cottage was added shortly afterwards. The alignment of the hall and the abbreviated crescent in fact allow a much more attractive, if irregular, close to Palace Avenue than if it had been built within the garden: the garden area was doubled and vistas opened up which would not have

been possible otherwise. The integrity of Bridgman and Coudrey's overall design was not compromised; elsewhere the relocation of the hall allowed the north side of the avenue to be broken up. The Methodist church and Sunday school were interposed amongst the house plots; Palace Avenue was linked to Crown and Anchor Way across Tower Road, eliding the new design into the historic town; while a fire station was built in the south-west corner of the former Gerston meadow, in the gardens of what would have been part of Victoria Crescent. The whole forms a very pleasing, if irregular, composition an admirable urban ensemble (Cherry & Pevsner) either side of Palace Avenue Gardens.

By the end of the 1890s redevelopment was complete: the late Victorian town centre was connected through to the Saxon and medieval town to the north and west, and east and south to the railway, esplanade and suburbs. By 1904, the date of the survey of the second edition of the OS County Series, the conservation area is shown almost entirely built up. All subsequent redevelopment has been infill, or demolition and rebuilding, most of this has taken place in the later 20th century; although Elmsleigh, a solitary 1830s villa in

its own grounds, was demolished by 1933 and replaced by the interwar terraces of 24-42 Elmsleigh Road and 23, 25-37 Fisher Street. Its contemporary Greenlands Cottage survives as 21 Fisher Street.

The later 20th century work is undistinguished, generally commercial premises concentrated on or near the junctions of the through routes: Victoria Street/Torbay Road; Fisher Street/Totnes Road; Dartmouth Road/Totnes Road. Changes to residential property tend to be on a smaller scale such as extensions; replacement roofs; and the loss of gardens to off-road parking; often, though it is the least considered and most common such as replacement doors and windows which prove to be the most detrimental.

In 2000 the council in partnership with English Heritage and local interest groups promoted a Heritage Economic Regeneration Scheme (HERS) for the Winner and Church Street area. This ran for four years 2000-2004. The scheme involved the repair and restoration of some fifty historic shops and buildings indicated by the newly crafted copper shop-signs by the artist Karen Green. Additionally several public art commissions were undertaken including a

APPENDIX D: DETAILED HISTORIC DEVELOPMENT OF OLD PAIGNTON

metal sculptural mural at the top of Winner street created by Spencer Larcombe, a local artist-blacksmith, to celebrate the Golden Jubilee of Queen Elizabeth II (4.1.17). As a result of the scheme the number of vacant shops fell dramatically and the area has a new vitality which is celebrated by the local community. Outside these two streets, good urban design has been promoted by the Council's Conservation and Design section (part of Planning and Development Services). Close collaboration with the architects has seen the implementation of at least three excellent schemes: new development at 1-5 Well Street; sympathetic conversion of industrial premises to residential at Laura Place off Well Street; and the conversion of the large 1906 Co-operative building in Winner Street to residential and the remodelling of the 1930s shop. Each form distinctive new building complexes.

Development whether major or minor within the historic town centre usually necessitates groundworks, as do the many interventions of Statutory Undertakers. Archaeological observation and recording of all such works, which in most instances are carried out as a condition of any planning permission continues to provide further evidence of the history of the town. All such evidence is entered into the Torbay Historic Environment Record (HER) and informs the decision-making process of all subsequent planning applications.

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A team of experienced consultants from Purcell jointly contributed to the completion of this Conservation Area Appraisal.

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Date	Issue	Revision	Reviewed	Approved
February 2025	01	First Draft	HH	HD
March 2025	02	Second Draft	HH	HD
April 2025	03	Final Document	HH	HD

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